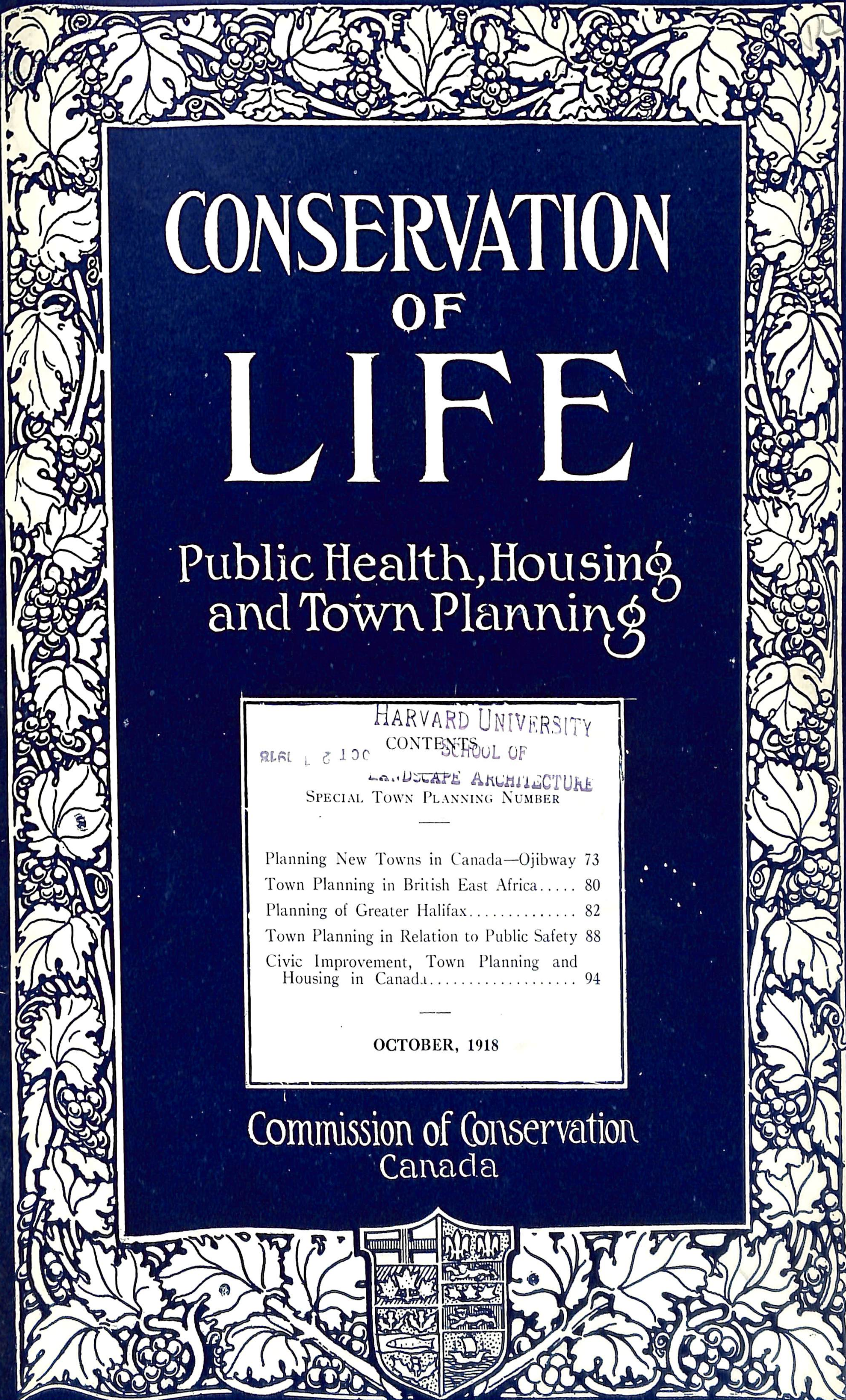

CONSERVATION OF LIFE

Public Health, Housing and Town Planning

HARVARD UNIVERSITY
SCHOOL OF
LANDSCAPE ARCHITECTURE

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PLANNING NEW TOWNS IN CANADA—OJIBWAY

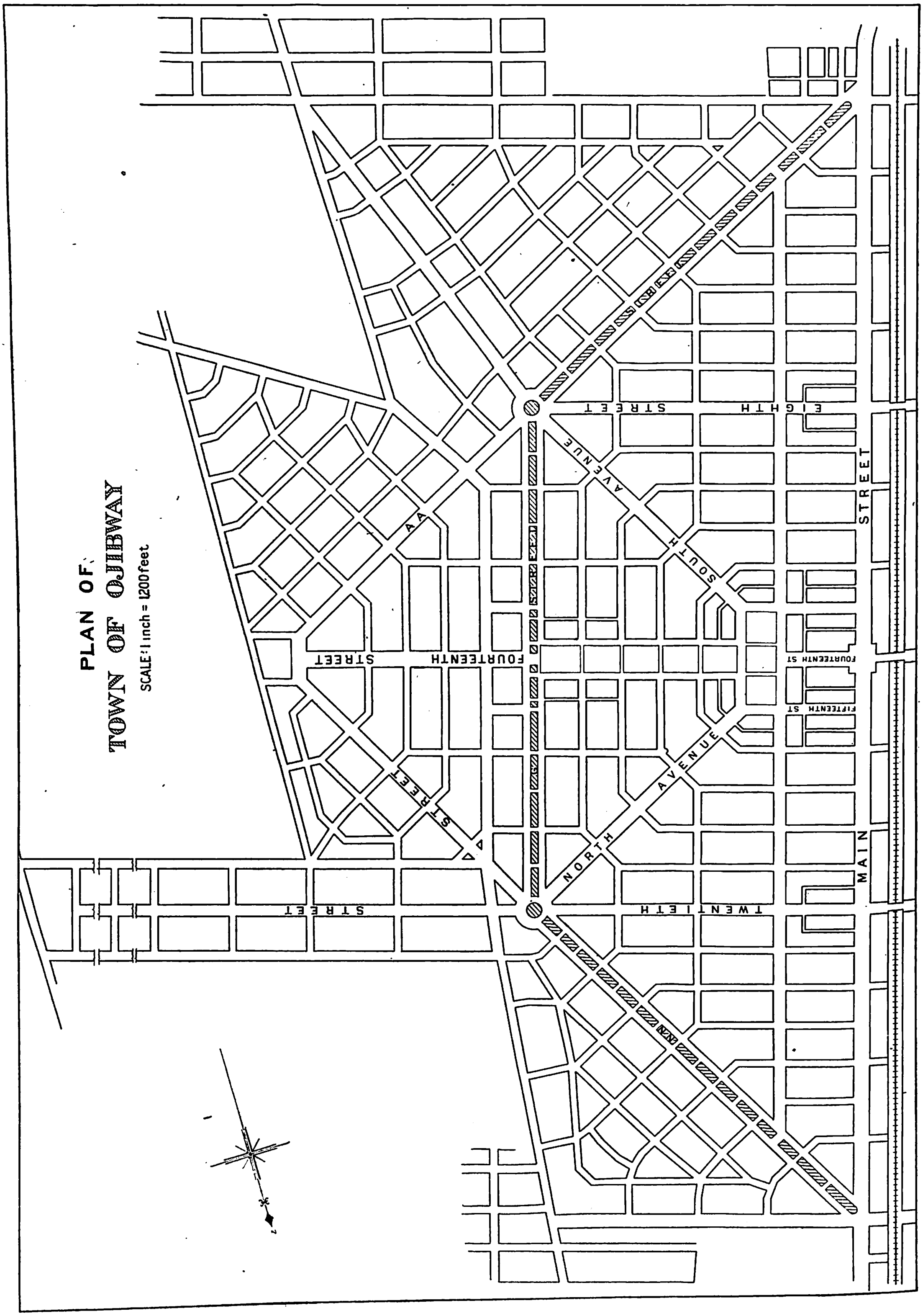
FOR many years, all over the North American continent, there has been a strong tendency on the part of manufacturers, having occasion to erect new plants, to remove from congested city centres to more open and cheaper locations in suburbs of cities and even in rural territory. The movement has grown rapidly in Montreal and Toronto, and, with the growing improvement of transportation by road, is certain to be accelerated in future. The results of the movement should make those who are interested in municipal progress ponder as to its future outcome. Does it mean that in some respect large cities are so lacking in foresight and so neglectful of their real interests as to be forcing the process of their own disintegration? While cities and towns have been following the suicidal process of letting growth take place without proper plan, and without adequate engineering advice and sufficient regard for public health in many cases, some of them have been attempting to attract manufacturers by means of bonuses and fixed assessments. These kinds of attractions, however, appeal only to the least important, and very often to the financially insecure, manufacturing interests. If cities and towns want to get and keep large industrial plants they will have to change their methods and take more interest in making their cities more convenient, attractive and interesting and their housing conditions more healthy and pleasant in their environment; and this can only be done to a satisfactory degree if more science and business judgment are applied to city building.

Those who have experienced the need for more scientific development of towns, and have seen evidence of the practical advantage of such development, have found, nevertheless, that it is difficult to convince the average man that the planning of towns and adequate control of building development and public health are not fads of well-meaning but impracticable enthusiasts. It is the result of the policies which have been pursued in the past, under the erroneous idea that has tended in large measure to drive out large manufacturers from existing cities, thereby depreciating property and lowering the financial stability of cities.

But this decentralising movement is no longer confined to the removal of industrial plants from one municipal area to another. It has taken in recent years a much more interesting and formidable shape. Many large industrial concerns, in selecting new locations for their factories, are nowadays acquiring not only sufficient land to house their workers but sufficient to enable them to erect complete new towns, and they are, moreover, finding the capital and skill needed to build these towns.

Systems of laying out and managing cities under our municipal governments will, in the future, have to bear the test of comparison and competition with private enterprise applied to town-building, and it would seem as if private enterprise were going to score unless new methods are employed by the completely self-governed cities and towns. When a manufacturer has the financial means to acquire sufficient

11 Ojibway.



PLAN OF
TOWN OF OJIBWAY
SCALE: 1 inch = 1200 feet

land to build a new town, when he is able to locate the town adjacent to his plant, to employ the best expert advice in laying out wide means of arterial communication and of economic and durable road construction, give plenty of light and air-space to the dwellings occupied by his workers, provide parks and institutes for recreation in convenient places, avoid disorderly and wasteful construction of temporary dwellings and dangerous tenements, and when he can obtain continuity of skilled management to the whole enterprise, he will be able to start it with many advantages in comparison with those who control the development of existing towns. With a proper system, public administration should give as good results as private administration, and at the same time safeguard us against any weakening of our self-governing institutions.

The plan of Ojibway, which is shown on the accompanying illustration, is one of a number of towns and suburbs which are being built in Canada as a result of the above movement. The Canadian Steel Corporation, an off-shoot of the United States Steel Corporation, having decided to erect a large plant in Canada, did not go to an existing city to select a site. No doubt, if they had chosen to put themselves up to an offer from a city or town, they could have had not only free land but the utmost degree of immunity from taxation permitted by law, as well as the benefit of existing public services, such as roads, sewers, water, etc. These things, however, do not appear to have attracted them. What they apparently desired was a site where, given existing facilities for transportation and for obtaining power, they could get cheap land, ample room for expansion, the environment they required for their workers, and the benefit of the economies to be effected by planning a town in advance. It may, therefore, be inferred that it is the want of these things in existing cities that is compelling manufacturers to do their own town building.

The site of Ojibway, selected by the Steel Corporation, is adjacent to the municipalities of Windsor, Sandwich, Walkerville and Ford. Sufficient land has been acquired by the corporation to provide for the accommodation of their employees and the many others who will want to live in the town for the purpose of supplying the social needs of the workers.

THE TOWN PLAN

The plan has been prepared by Mr. Owen Brainard, consulting engineer of the architectural firm of Carrière and Hastings, New York. The area of the townsite which has been planned can accommodate a population of 20,000 inhabitants, under wholesome conditions. It is proposed to start the erection of 300 houses within the next year.

The Steel Corporation will provide the streets, sewers, and other improvements, which it is proposed, ultimately, to turn over to the town of Ojibway at cost.

The corporation is not carrying out the plan of direct control over the construction operations in the town with the object of replacing self-government by bureaucratic government; it is merely carrying out, temporarily, the direct control for the purpose of expedition and as a safeguard against confusion. It is not intended that this relation of the corporation to the work shall be carried further than is absolutely necessary to enable it to secure that at least the central part of the town will be developed on the best principles known to modern science as applied to town building.

Plans of towns and subdivisions in Ontario have to be approved by the Railway and Municipal Board. Under the Ontario by-law relating to streets all streets must be 66 feet wide, unless the board consents to a narrower width, with a minimum of 50 feet. Most of the streets on the Ojibway plan are only 50 feet in width. Before approving the plan the board requested the opinion of the Town Planning Adviser of the Commission of Conservation as to whether the streets were of sufficient width and whether the omission of alleys in the residential blocks was not undesirable from a sanitary point of view.

The following is a copy of the report:—

REPORT ON OJIBWAY PLAN TO THE RAILWAY AND MUNICIPAL BOARD, BY TOWN PLANNING ADVISER

'(1) *Width of Streets:*—I have examined the plan of Ojibway, and consider it to be satisfactory from the point of view of the layout, disposition and width of streets.

'Under the Ontario laws it is required that all streets shall be 66 feet in width, unless the Railway and Municipal Board is satisfied that a lesser width will be sufficient for the purposes of traffic and air space. This bylaw has the unfortunate result of making the standard width, in most cases, 66 feet wide, whether a street be intended for a main thoroughfare or for purely residential purposes. Many streets, under such a law, are of necessity far too narrow and others are unnecessarily wide.

'On looking at the Ojibway plan I observed that provision was made for very wide streets for the main thoroughfares but that the greatest lengths of street were of the comparatively narrow width of 50 feet. It appeared from the plan, however, that the average width of all the streets was greater than the required 66 feet. To make certain on this point I communicated with Mr. Brainard, as to whether the superficial area included in the streets shown on his plan was greater or less than the area which would have been included if all the streets had been 66 feet wide. It appears from the reply received that the street surface shown on the plan comprises 89,000 square yards more than if all the streets had been 66 feet wide. Moreover, it is shown that, by setting houses back 30 feet, there is ample provision made for light and air within the property line of the buildings. It seems to me that the only objection which the Railway and Municipal Board might take to the inclusion of streets of less than 66 feet wide would be on one of the following grounds:

(*a*) That the 50 feet was insufficient for the future traffic requirements of the town.

(*b*) That the board would be creating a precedent which would lead to undesirable results in other cases.

'In regard to the first of these matters, the plan shows adequate provision for traffic distribution in its main thoroughfares. Some of these are diagonal routes of ample width and capable of carrying any reasonable growth in the traffic, even if the town, ultimately, become a large city. The streets which are 50 feet wide are certainly adequate for all local purposes and as connections between the main routes.

'The second possible ground of objection is met by the fact that the average width of all the streets is greater than it would be if they were of the legal width throughout. If the Railway and Municipal Board were to establish this as a precedent it would only act in accordance with the most advanced expert opinion on the subject of streets. It would not be making any distinction between the Steel Corporation and the small subdivider who provides 66 feet in width in all cases, because, in the case of the Steel Corporation, the average street width is not diminished, but rather increased.

'2. *Recreation Space:*—The only omission I note on the plan is with regard to recreation space. This matter has not been referred to me, and I have no information regarding it. It may be that provision is made in the form of leaving some of the blocks as playgrounds, or in the form of park areas outside of the town area shown on the plan. In view of the desirability of such provision being made, I would suggest that the plan be approved, subject to a recommendation to the Steel Corporation that an area equal to one acre in ten, that is, 10 per cent of the land used for residential purposes, should be set aside for parks and recreation. In this 10 per cent area might be included the 89,000 square yards of extra street space, most of which will probably be in the form of boulevards and parkways. Subject to this recommendation, I think the plan should be approved, and that an effort should be made to secure that the land surrounding the estate of the Steel Corporation should be laid out on the same principles and with the same liberal provision for convenience and amenity.

'3. *Alleys:*—Alleys are always desirable in the business sections of towns, where there is a high density of building, high values of land, absence of front access to buildings, need for daily traffic delivery, and desirability of rear openings to high buildings for light and air. Provision is made in Mr. Brainard's plan for alleys in the business section; the plan is, therefore, satisfactory to that extent. In residential areas it is usually undesirable, from a sanitary and economic point of view, to have alleys. They are convenient for purposes of providing rear access to buildings, removing ashes and garbage, and putting in a supply of coal; also useful for placing telegraph and telephone poles, sewers, etc., if planned to accommodate these things from the outset. In order, however, that the first of these advantages can be obtained it is necessary for the alleys to be wide enough for two streams of traffic to pass through them, namely, a width of 18 feet, and also that they should be paved and lighted. The second advantage is only obtainable to a satisfactory extent when the whole sewerage and wiring service of the town is specially designed to follow a complete system of alleys, and when the rear garden lots are shallow.

'The disadvantages outweigh the advantages under average conditions. Some of the most important disadvantages are:—

(*a*) The practical difficulty of paving and lighting both a front street and an alley at a reasonable cost. If a house occupies a frontage of 40 feet, and the cost of paving the front carriageway and sidewalk, providing sewers, etc., amounts to $7.50 per foot front, the total cost per house would be $300. If an alley has also to be paved the cost will be about $10, or a total of $400. Added to the cost of a lot (say another $400), this means that $800, equal to one-third of the value of a small house, has to be spent on the site and access to it. Then the alley has also to be lighted and maintained. If it is to be kept tidy and free from nuisances it must be inspected, thus increasing the cost of policing. In practice these expenditures are not incurred, for the average man cannot afford them. What happens, as a rule, is that the alley is not paved, and is not maintained, cleaned or lighted. It becomes insanitary, a nuisance, and a menace to the health of children who use it for play. In many cases, the fact that alleys are provided also results in front streets being left unpaved. The high cost of doing the whole thing properly results in nothing permanent being done, except perhaps the sidewalks. Moreover, the alley robs the garden of land that might be put to good use, if the lots are shallow; and, in cases where the lots are deep, it is of little advantage for putting in coal or removing garbage. In process of time it becomes a front street, with buildings erected upon it. This is a serious menace in Canadian cities, where alleys have been insisted upon in subdivisions.

(*b*) When the cost of making proper alleys in residence areas is incurred it has to be done at the expense of more necessary things, the building, the garden and the front street. An average

✓

HB 11 alleys. ✓

Mr. Thomas Adams opinion as to advantages and d citizen has only a certain percentage of his income to spend on a home. If he builds his own home, the amount he has to spend on an alley reduces the amount he has to spend on his house, lessens the garden space, and increases the necessity of occupying a narrow frontage to save cost of local improvements. The Canadian Steel Corporation is able to give good garden space, a wide set-back and comparatively wide frontages at a reasonable cost per house, and would probably have to lower their standards in these respects if they had to make alleys.

'It is assumed, of course, that houses in Ojibway will be in small groups, pairs, or detached, and that there will be access to the rear of the premises from the front street. In my judgment it is more important to require that proper access from the front be provided to each house than that alley-ways be provided.

'In the above I have been dealing with the pros and cons of alleys in a rectangular street plan, such as that prepared for Ojibway. In a different type of plan it is an advantage to have narrow private lanes or streets, so designed as to prevent them from being used for through traffic; and in many cases alleys can be justified in spite of the above objections. In the plan submitted for Ojibway, however, I think that the omission of alleys in the residential parts of the town is an advantage from a sanitary point of view.—THOMAS ADAMS.'

This report shows how desirable it is to fix the width of streets under town planning schemes instead of according to a general and inelastic bylaw.

Those who have not understood the reason why objection is made to the 66-feet minimum width, which is required by the Ontario law, will find a good illustration of the reason in the report. The Canadian Steel Corporation could not afford, on a sound economic basis, to adopt a minimum of 66 feet for the width of its streets unless they cheapened the houses in order to pay for the excessive amount of street space and pavement, or, alternatively, unless they did without wider streets for main traffic routes. Under Mr. Brainard's scheme the majority of the working-class dwellings will be erected on streets of sufficient width for all possible traffic requirements, and additional air space will be obtained by setting back the buildings on the lots. As a result of the narrower widths in the majority of residential streets, a large saving will be effected by having shorter sewer connections, water connections, and paving or boulevarding.

That saving will be a contribution towards better building. On the other hand, as the report shows, because the residential streets are narrower the designer has been able to include wide avenues (80 to 120 feet in width and the central parkways 300 feet in width), representing the giving to the town of a greater superficial area in streets that would have been the case if each of the streets had conformed to the Ontario law, which, in effect, causes all streets to be of one width, no matter how varied their purposes and duties may be.

The corporation propose to plan the buildings in square form, so as to avoid the objectionable type of houses with three rooms deep, and the intention is to use slate, asbestos or metal roofs on all buildings, and walls of brick or terra cotta blocks with stucco or brick veneer.

The information in this article with regard to Ojibway is not to be taken as representing any definite programme of the Canadian Steel Corporation. The corporation has selected its site and has had the plan prepared for its development, but its general policy and programme are still undetermined, and the plan itself may be subject to modification as development proceeds.

PUBLIC AND PRIVATE STANDARDS IN TOWN BUILDINGS

Unfortunately, it has to be admitted that the standards of town development, in regard to planning, sanitation and building construction, which, so far, have been attainable under our combined municipal and public health administrations, are not equal to those of some private bodies, such as the Steel Corporation. As already stated, it is partly because of the defects of public standards that the Steel Corporation has had to create new standards of its own both in the United States and Canada. Have we to continue to admit that our self-governed communities cannot obtain as good results for the governed by proper town planning and regulation of land development and building construction as can be obtained by private corporations with limited statutory powers and without any direct responsibility to the public? Is our municipal control of land development so defective that, in spite of having public services, local improvements, houses, and every business facility already existing and concentrated in a small area, we cannot offer the large corporation as good advantages as it can obtain outside of the city, even when to obtain them it has to incur the great cost of providing these services and facilities out of its own capital?

These questions need the consideration of our provincial governments and municipalities, if we are to conserve the values of municipal resources which have been built up at the cost of the citizens. Our great cities need the comprehensive plan, not because it is theoretically the proper thing to do to enable future development to proceed on healthy and economic lines, but as a means of self preservation. There is a group of able thinkers who see in this process of industrial decentralisation a national boon to be obtained at the price of the break-up of huge cities—which in their present congested state are regarded as a calamity. If great cities, however, are properly planned and directed in their growth they need not have congestion; and, while it is desirable that they should be spread out over wider areas, and that the penetration of rural districts by industrial plants should continue, it is even more desirable that the twin process of relieving the congested areas and building new towns and suburbs outside the cities should be properly planned and organized. Only by this means shall we be able to conserve our community resources simultaneously with promoting sound development in the future.

Streets, buildings, and means of transportation need to be considered in relation to one another instead of as things apart. The direct cost of sky-scrapers is infinitesimal compared to the indirect cost which, in the aggregate, they entail on the communities which suffer from the congestion they create. The traffic congestion of New York is being relieved in the present year by the construction of underground railways at enormous cost to carry three billion passengers a year, but the president of the railway company says that this is the merest stop-gap and that "the traffic congestion in 1928 will be greater than in 1918." The migration of industries to country districts is going to afford more relief to that problem than seems to be dreamed of, but, as this migration proceeds, it will take away from the cities one of the chief sources of revenue on which they rely to pay interest on their huge expenditures on remedial measures.

The least that can be said on the subject is that it is more than time to deal with the intricate problem of city development on sound business principles. Above all, cities and towns have a right to ask provincial governments to give skilled leadership and guidance in municipal matters and in connection with the control of land development where hitherto there has been merely bureaucratic interference with the petty affairs of local government, and not a little encouragement instead of discouragement to the evils of land speculation.

What is happening at Ojibway is an illustration of the need for a skilled Department of Municipal Affairs in Ontario. While Ojibway is being planned, the adjacent municipal areas are growing up without plan. They not only appear to be indifferent to the fact that one of the reasons for the Steel Corporation not selecting a site in one of their areas may be put down to the fact that municipal development under present haphazard conditions is so expensive and wasteful that it is cheaper and better for a private corporation to meet the great cost of building its own town, but they appear unwilling to benefit from the lesson this conveys. If that lesson had been learned we should now have in preparation a comprehensive plan for the five border municipalities adjacent to Ojibway under the guidance of the Provincial Government and aided by statutory powers conferred on the municipalities by a proper Town Planning Act.

What are the facts? While the private corporation at Ojibway is planning to build a model community, nothing is being done to protect the borders of the corporation estate from the encroachment of the worst forms of slum property. Considerable areas all round Ojibway have been laid out in small lots and thrown open to speculation. Many of these subdivisions are placed where there is no water supply available and where no sewers can be provided at reasonable cost. As has happened in the case of other model towns built under the direction of the corporation, *e. g.*, at Gary, Indiana, the work of the corporation will be largely vitiated by the erection of insanitary shacks around its outer fringes. Thus the character of the development permitted under public control is not only bad in itself, in such cases, but destroys much of the value of what is achieved by private enterprise. There is still time to prevent this destruction, if the matter is taken in hand by the Provincial Government and the municipalities, by the passing of town planning legislation and the preparation of a comprehensive scheme for an area which will one day be the site of a great Canadian city.

TOWN PLANNING IN BRITISH EAST AFRICA

'THINGS go slowly in Africa,' wrote Mr. Henry Stanley Newman twenty years ago, in describing a visit to British East Africa. The pace has quickened somewhat since that time, or the governing autorities are evidently wise enough to learn from the experience of others in the settlement of a new country.

A bill intituled "An Ordinance to Provide for the Making of Town Planning Schemes" has just reached the Commission of Conservation from Nairobi, the capital of the East Africa Protectorate. Twenty years ago Nairobi did not exist. In 1899, the site of the present town was chosen as the headquarters of the Uganda railway, and, for some time, nearly all the inhabitants were railway officials and coolies engaged in the construction of the line. When the excitement of a new venture had worn away, however, the need for social amenities and home life developed, and when, in 1902, it was found that the surrounding highlands were suitable for European settlement, the business of home-making began. Nairobi steadily grew in importance and, in 1907, the headquarters of the administration were transferred from Mombasa, on the coast, to Nairobi, northwest 327 miles. The city stands on a plateau, 5,450 feet above sea level, in the midst of an agricultural country. It has at present about 14,000 inhabitants, of whom 800 are European and 3,000 are Indian.

11 C.p — Africa

The administration of British East Africa has undertaken to consolidate the colony by means of a Town-planning Act, which, if rightly administered, will save the country from the mistakes and misfortunes that follow in the track of unrestrained individualism so often apparent in the development of a new country.

The desire for town-planning powers appears to be connected with the question of land settlement in British East Africa which is being worked out partly with the object of offering recognition to the soldiers who have fought in that country. The Government in British East Africa has prepared a scheme of land settlement with commendable promptitude. Two million acres of vacant land have been already surveyed, while another million acres can be utilized for settlement without encroaching on native reserves.

Commander Wedgwood, M.P., D.S.O., in the *Contemporary Review* for September, 1916, gives the following as the conditions of settlement:

'The offer will be accompanied by conditions which are admirably designed to ensure development and prevent the "stag" speculator from playing the middleman.

'The conditions of the 999-year lease are these:—

'(1) Within five years the settler must have put $1,460 into his farm in the way of permanent improvements as well as about $1 an acre (for every acre held above 300) in either permanent improvements or agricultural machinery or stock. Two-thirds of this expenditure must be incurred in the first three years.

'(2) A rent of three cents (1½d.) an acre is charged, and the rent is revisable as follows: After thirty-three years, one per cent; after sixty-six years, two per cent; and, after ninety-nine years, three per cent on the unimproved value. At no subsequent revision shall the rent exceed three per cent on the unimproved value. For some seven years now all new land in British East Africa has been leased on these terms.

'So the average 1,000-acre farm will pay $31.44 rent, and involve a further annual outlay of at least $432.00 for five years, in house, or dip, or kraal, or fencing, or cleaning, or ploughing, or stock, etc. The lease, giving title to the land, can be issued within the month, on payment of small survey fees, and such a lease is available to raise money on. I write from memory, but I believe the settler's own time employed on the farm can be charged for in the improvement capital.'

The land in British East Africa is not yet fully surveyed and the development is in a sufficiently early stage as to permit the Government to avoid the evils that have occurred in connection with land development in the western hemisphere.

In new countries the planning of rural territory is as important as the planning of towns and, indeed, is an essential preliminary to proper town planning. The planning of rural districts is simpler in detail but has to deal with much greater areas. A rural plan must be based on a proper topographical survey and a classification map of the lands, showing the best uses to which the lands can be put and the proper sizes of farms or areas for these uses. The geometrical plan of the western countries has only been satisfactory from the point of view of getting accurate measurement. It has to be supplemented by a topographical classification plan as a basis for successful land settlement.

The British Town Planning Act is useful as a framework on which to build up proper regional and town planning legislation for new countries, but it should be greatly widened in scope to deal with the special rural and urban conditions of the large territories of the overseas dominions.

PLANNING THE GREATER HALIFAX

THE work of planning the devastated area in Halifax and the extensive areas of unbuilt-upon land within and surrounding the city has been proceeding for the past six months. In regard to the latter certain preparatory work was done before the disaster, but the urgency of proceeding with the work of reconstruction has had the effect of stimulating activity. Good progress has been made in fixing of the boundaries of the areas, surveying lines and fixing grades for main arterial thoroughfares, determining building lines, selecting portions suitable for residential and industrial development, and carrying out the preliminary procedure under the Nova Scotia Act. It is too early to say much of a definite character with regard to the details of the scheme, but some of the tentative proposals may be described.

The devastated area—that is, the area more or less completely destroyed by the explosion—comprises 325 acres. This area, shown on key map, is being dealt with by the Halifax Relief Commission, under the statutory provisions included in the Halifax Relief Act. The remaining area, as indicated on key map, is included in the scheme proposed to be prepared by the Town Planning Board of the city. The Halifax County Council is preparing four schemes, as shown on key map, and numbered 1 to 4. The areas of the six schemes are as follows:—

Map A	—Devastated area	325
	General city area	2,960
(1)	County area, west of city	5,508
(2)	" " east of Halifax harbour	4,430
(3)	" east of Halifax harbour	3,800
(4)	" " west of Halifax harbour	4,400
		21,423

The town of Dartmouth has not yet decided to prepare a scheme but, in order to complete the proper development of the east shore of the harbour, it will be desirable to have a plan prepared for the area of that town. The advantages to be gained by the preparation of a scheme are so great that Dartmouth will certainly eventually come into line.

Nothing will be included in these schemes that is not for some useful purpose connected with the economic development of the land or for protecting the health and well-being of the inhabitants. It happens, as is usual, that what is most useful, convenient and healthy is also best from the standpoint of appearance and amenity, but no aesthetic object is being sought for its own sake. This is not a time, nor are the conditions in Halifax such that the occasion is opportune, for spending money for purely ornamental purposes. At the same time, full regard is being paid to the practical advantages of scientific methods of planning and to the commercial value of those elements of beauty and proportion in design that can be obtained at reasonable cost. The two chief enemies of proper planning are the self-styled 'practical' man, without scientific knowledge or imagination, who has been running things so badly in the past, and the other is the unbalanced enthusiast, who paints beautiful pictures without considering how they can be carried into effect.

The necessity of preparing schemes that are practical, both from a financial and from an engineering point of view, is not solely due to the need for economy. One must be practical in method to get a thing done at all, and it is waste of time to set up idealistic utopias of what we would like to do but cannot. The Halifax schemes will be prepared on

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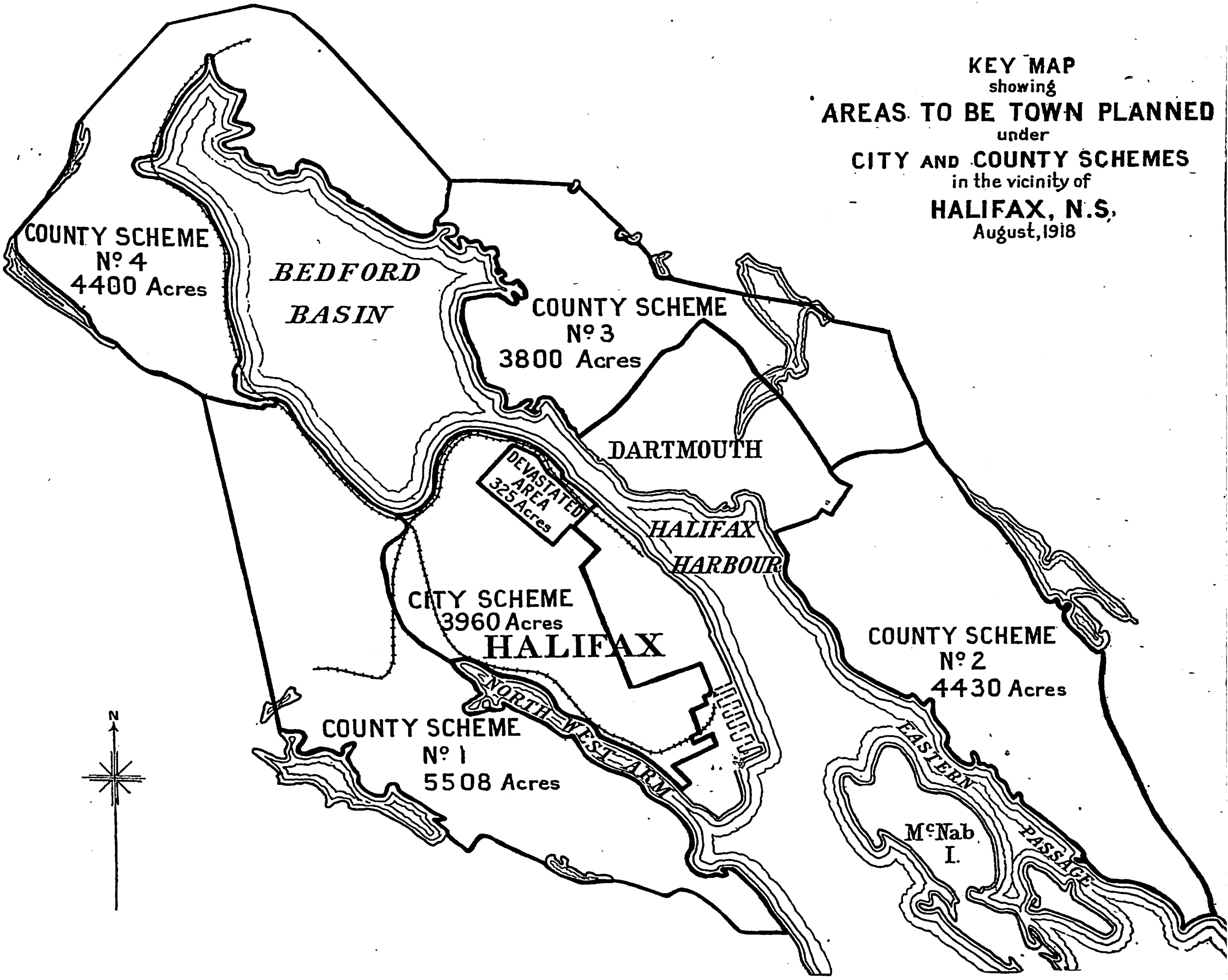


lines that can be carried out and enforced, however far short they may be of the ideal one would like to attain.

The following are among the matters that will be dealt with in the provisions of each draft scheme, which will be in the form of a local Act of Parliament.

Provisions of Schemes

1. Providing for submission and approval of future plans of sub-divisions to secure conformity with general plan of main thoroughfares and principles of development laid down in the scheme.
2. Fixing (*a*) varied width of streets to suit traffic requirements, and height, character and density of buildings; and (*b*) height, character and density of buildings to suit width of streets.
3. Regulating methods of financing street and sewer construction to secure equitable apportionment of cost between owners and public body according to benefit received.
4. Providing for construction of main trunk streets on sites determined in scheme.
5. Widening of streets, modification of sub-divisions already made, adjustment of boundaries of estates, and diversion of highways.

6. Fixing of open spaces, building lines suitable for residences, business premises, etc., and proportion of lots to be built upon for different purposes.

7. Prohibition of bill-boards, limitation of number of dwelling houses to acre and obstruction of watercourses.

8. Regulations regarding appropriation of lands, inspection, compensation and betterment, agreements, penalties, appeals, suspension of by-laws, etc.

PLANS

Accompanying the schemes will be maps showing, *inter alia*, the following:

1. Areas restricted for different purposes (*i.e.*, residences, factories, stores, etc.)
2. Position of main trunk streets to form chief lines of communication. (Only main arteries will be included on the plan. The details of development of intervening areas will not be fixed by the scheme, but merely regulated under the provisions of the scheme. This is necessary to secure elasticity and allow the scheme to be adaptable to reasonable modification to suit any future change in conditions that may arise.)
3. Widenings, modifications and diversions of streets.
4. Areas restricted as to density of building on land units determined in scheme.
5. Open spaces settled by agreement or expropriated.
6. Building lines so far as needed to be fixed on the map.

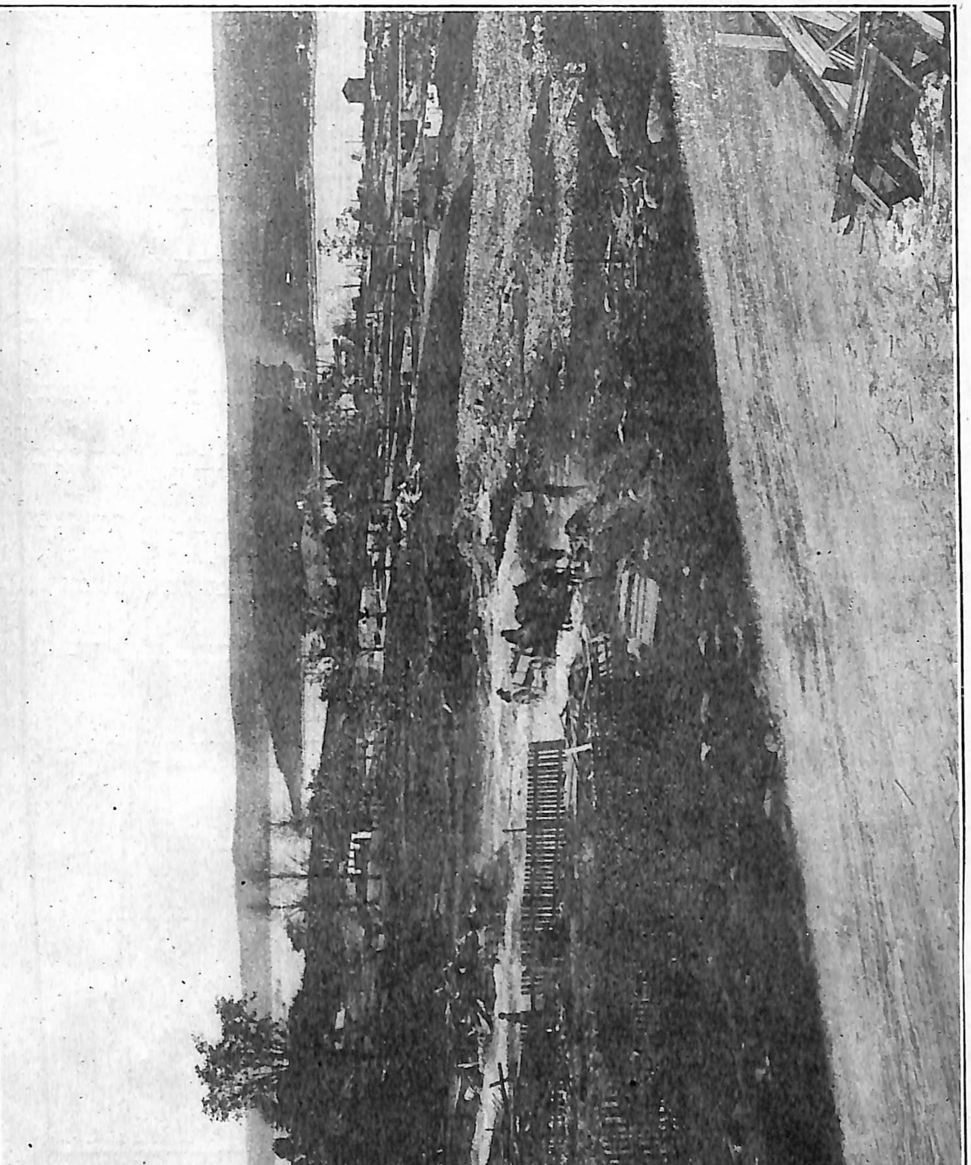
The complicated legal difficulties involved in carrying out a scheme dealing with the above matters in such a way as to secure real public advantage without much cost to the municipality and without loss to the owners of land, will be appreciated by most people. It is because of these difficulties a town planning scheme requires a considerable period of time for preparation. When prepared it is much more than worth the trouble, but its value has a definite relation to the time and patience exercised in preparing it.

STREET PLAN OF DEVASTATED AREA

One of the simpler and more interesting aspects of a town planning scheme is often regarded as the whole of a scheme, namely, the plan of the lay-out of the streets. Plan 'A' shows the tentative street scheme prepared for the devastated area. The original lay-out was on the usual rectangular method—wasteful and inconvenient to a degree.

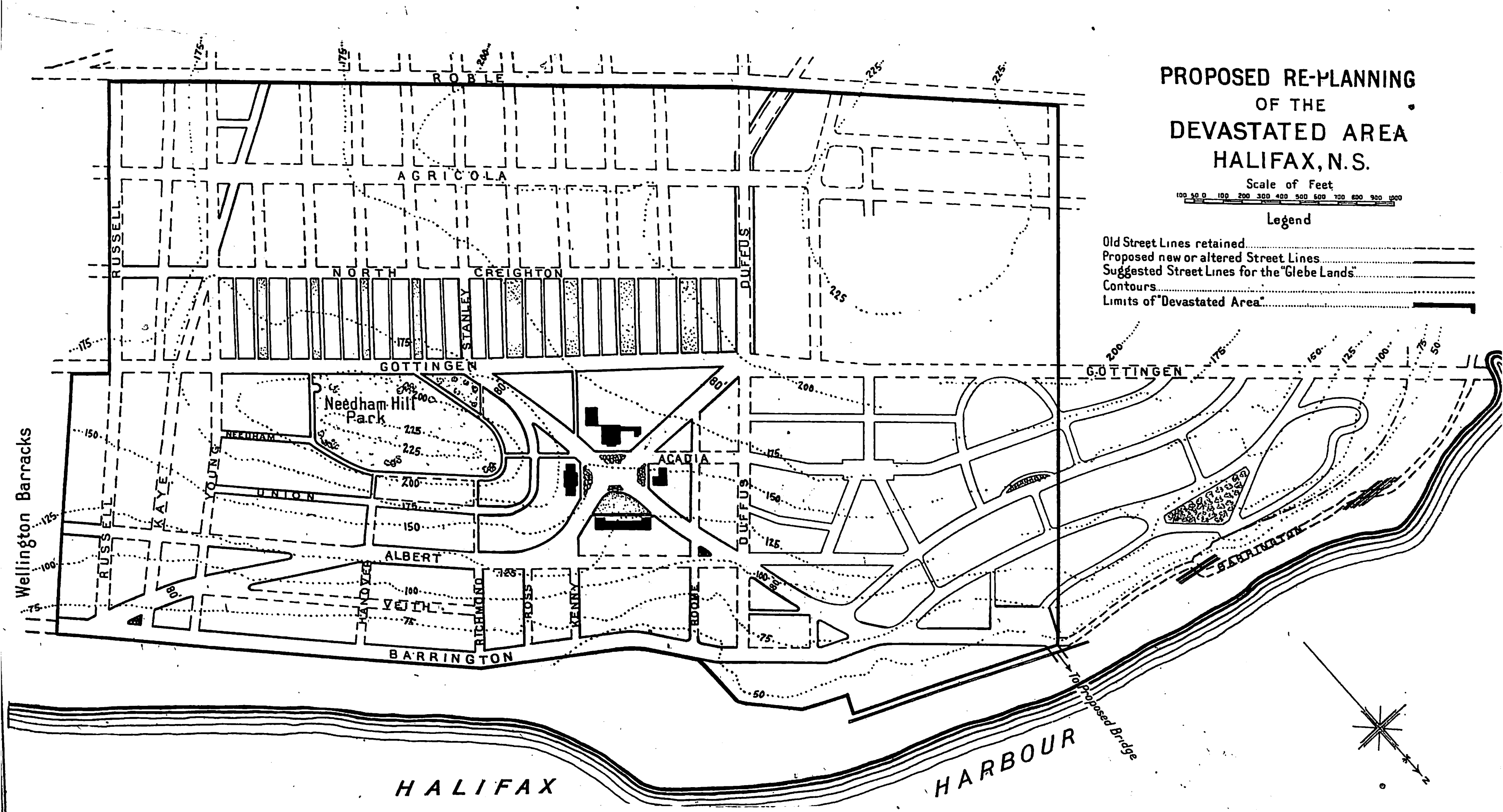
The maximum grades found on the nine principal east-and-west streets were 8, 10, 11, 12, 13, 14, 15, 18 and 20 per cent, respectively.

Apart from the inaccessibility of the land owing to steep grades of the east-and-west streets, many lots were rendered useless for building by the straight north-and-south streets cutting across the steep grades at right angles. In re-planning the area regard had to be given to the existing streets, sewers, etc., and no radical change could be made in the rectangular plan without scrapping a great deal of expensive local improvements. It would have been a great advantage if the whole area had been expropriated and re-planned, but the initial cost would have been too heavy, having regard to the funds available for all needed purposes. Without interfering unduly with the existing street system, two new diagonals were laid out following lines which permitted easy grades and converging on a central square round which it is proposed to erect some of the principal public buildings. One of these diagonals will be used for a street railway connection between the low level



HALIFAX—DEVASTATED AREA, LOOKING TOWARDS THE UPPER REACHES OF THE HARBOUR

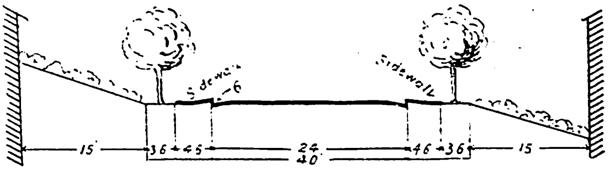
In the foreground is the site of the central square indicated on the plan.



Plan A.—The main features of this tentative scheme for the replanning of the devastated area, as shown above, is the substitution of diagonal streets for the old rectangular layout. Two main diagonal thoroughfares are provided, 80 feet wide, of which the grades will generally be from 4 to 5.5 per cent, replacing grades of 8 to 20 in the former street arrangement. While 508,370 square feet of land is included in these new diagonal streets, there is a possible saving in streets, waste land, etc., of 433,140 square feet. Fort Needham, which is one of the highest points in the city, is to be developed into a park. At the northwest corner of the devastated area is shown the proposed location of a bridge across the narrows to Dartmouth.

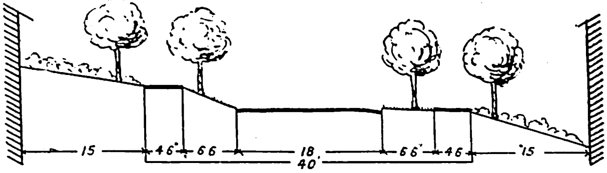
PROPOSED CROSS SECTIONS
FOR HILLSIDE STREETS

Alternative Sections



A

40 FEET



B

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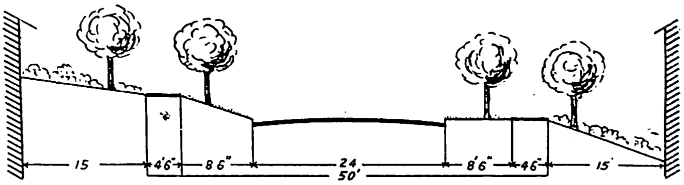
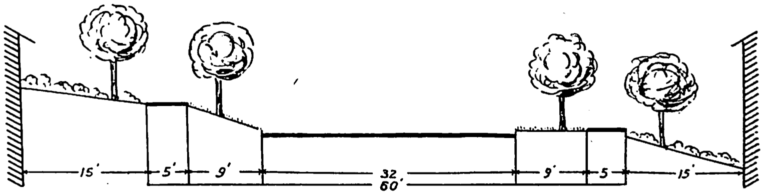


C

50 FEET



D

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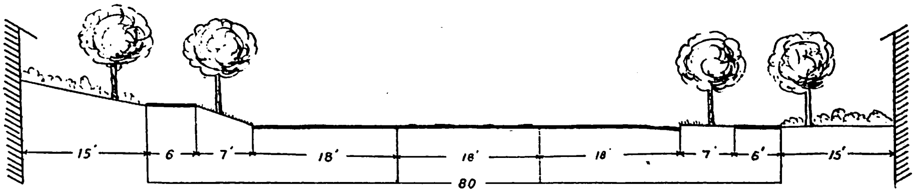
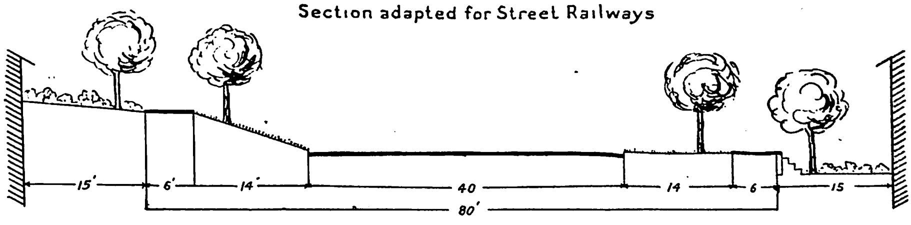


E

80 FEET
Section adapted for Street Railways



F

80 FEET

NOTE.—The width of the pavement should be varied according to traffic requirements, and in many cases narrower pavements than those suggested will be adequate for many years. For instance, the width of pavement in F might be limited to 24 feet,—16 feet being temporarily placed in the grass margin until a wider pavement became necessary.

of Barrington street, which approximately follows a 50-feet contour line to the high level of Göttingen street, approximately 200 feet above O.D.

It is hoped to secure the widening of Barrington street to 80 feet and also some improvement in its alignment. The widening and diversion of Barrington street, and the construction of two 80-feet diagonals converging and intersecting at the square before they reach Göttingen street, will provide the devastated area with an excellent system of main arteries. The grades of the diagonals will be from 2 to 5 per cent. For one short length of the least important street it is 6·5. These grades replace those of 8 to 20 per cent already alluded to. The benefit to be derived from this improvement alone will be realized when it is pointed out that these east-and-west streets form the only direct means of access between Barrington street, running parallel with the busy north end of the harbour, and the important section of the city which is served by the main artery of Göttingen street and its tributaries.

The importance of the square as a distribution centre for traffic from all directions will be noted. Right-angled collision points with the main north-and-south arteries of Göttingen and Barrington streets are avoided.

Re-planning is always expensive and wasteful. Certain land will lose its building value because of the intersection of the lots by the new diagonal streets. This is the price we have to pay for want of planning in the first instance. But, on the whole, it is hardly conceivable that a more economical scheme could have been prepared. Although 508,370 square feet of land is included in the new 80-feet diagonals, central square, etc., there is a possible saving to be obtained of 433,140 square feet in streets, waste land, etc., recommended to be converted into building land. The balance is only 75,230 square feet.

There will have to be considerable excavation and filling in connection with the construction of the new streets, but care is being taken to equalize both, and to prevent unnecessary injury to the frontage land.

On the whole the cost of the scheme of re-development will be small compared, first, to the permanent advantages to be obtained, and, second, to the amount of the relief funds which might reasonably be apportioned for re-development.

Plans of proposed road sections for roads of different widths, and suitable both for level and hilly sites, have been prepared by the Town Planning Adviser of the Commission of Conservation. One set of these sections is shown on the accompanying diagram.

Unfortunately, the work of reconstruction is likely to be hampered by the high cost of building materials and the scarcity of labour, but these difficulties are being faced with determination to achieve the best possible results under the circumstances.

TOWN PLANNING IN RELATION TO PUBLIC SAFETY

by Thomas Adams

DANGER to human life in city streets is not caused by the growth of the cities but by the haphazard and unregulated manner in which that growth takes place. Canadian cities are not congested, as a whole, but have badly congested spots; their streets are more than adequate in their total capacity for traffic circulation but they are not of adequate width in the right place. The fault lies in the lack of proper distribution and control of the density of building, on the one hand, and in the lack of scientific planning of the street system to secure the best means of circulation of the traffic, on the other hand.

AC [illegible]

In a properly planned city consideration has to be given not only to the needs of through circulation of traffic between its different parts

√ ||C.p — the general considerations
|| Safety, Public √

but also to the building density on the lots fronting on the streets, and both these things have to be regulated together or planning will prove ineffective as a means of preventing congestion. Many European cities with comparatively narrow streets have better and safer means of circulation for traffic than some Canadian cities, because of the lower density and lesser height of buildings. City planning must govern, among other things, the relation between the width of street and the height of buildings thereon, and the ideal to aim at, however difficult of attainment it may appear to be, is that the height of a building should correspond to the width between its front wall and the front wall of the building facing it. Until we can reach that seemingly difficult standard we shall not be able to obtain the space in our streets necessary to overcome congestion of traffic and its consequent dangers to life and loss of valuable time to its citizens.

THREE PROBLEMS OF CITY PLANNING

Three distinct but related problems, each having a bearing on public safety, have to be dealt with in our city planning schemes. There are:

1. *Regional Planning*—The problem of regulating new development in open or partially built-upon lands within and surrounding the city, including the control of all new forms of growth and the planning of a comprehensive arterial highway system for the purpose of securing adequate means of access and egress for traffic to and from the city and the surrounding country.
2. *City re-planning*—The problem of re-planning areas already built upon within the city, where changes in the character of buildings or in the use to which they are put, are taking, or are likely to take, place, including adjustment, as far as practicable, of this change of character to the existing street system.
3. *Reconstruction*—The problem of remodelling the street system to suit the existing building densities and traffic where these have already become congested and where buildings are permanent in character or unlikely to be reconstructed in the near future.

THE REGIONAL PLANNING OF OPEN OR PARTIALLY DEVELOPED LANDS

The regional planning of open or partially developed lands is easiest and least expensive to deal with. It is in connection with this problem that consideration has to be given to the arterial highway system as a whole. A scheme relating to such lands can prevent what is so difficult and expensive to cure in more central areas that are already developed. A city can prepare a plan for such lands by co-operation with the owners of real estate, and—subject to having adequate statutory powers—at a cost of a few dollars per acre, whereas the widening of a street in the central area of a city may cost many millions of dollars per mile. There is, however, less inducement to the citizens to prepare a plan for the suburban lands, because most of the benefit of such a plan will accrue to posterity and not to the generation doing the work. But, having regard to past experience of the cost of removing evils of congestion already created, it is the simple duty of patriotic citizens to prevent the recurrence and perpetuation of these evils in the future, even if they only gain a small share of the benefit themselves.

The improvement of the outer extremities of the street system of a city should, if properly planned, lessen the congestion in the heart of the city, and thereby reduce the dangers to public safety. The improvement should be made in respect to both the radiating routes and the circumferential or circular routes connecting the radial lines. The planning of wide radial arteries of communication round the city should be carried out so as to attract traffic along the route leading most directly to its destination, and so as to encourage the widest possible distribution from the centre outwards. Good circular-connecting highways are equally as important as radial highways to distribute incoming traffic before it reaches, instead of at, the centre. When the main radial and circular system of highways is planned it becomes essential to have good construction of the roads included in this sytem. Congestion is often due to the fact that too few of our arterial roads have good surfaces, causing undue concentration on the well-constructed roads.

While all this seems to be evident, we are giving less attention to this problem than to that of removing evils in the centre itself. People are prone to confine attention to the removal of the glaring effects in congested areas instead of at the same time dealing with the less evident causes at the city extremities, which latter form the source of much of the congestion. To deal adequately with this problem of regional planning of the arterial road systems of cities requires the preparation of comprehensive surveys and plans of large areas.

The problem of regulating suburban growth is becoming of increasing importance, as a result of the industrial penetration of the rural district round large cities, which causes the creation of satellite towns outside their boundaries, and because of the increasing tendency to use the commercial automobile as a means of transport for industrial purposes. Taking the long view of the question of city planning in relation to public safety, the most important, if not the most urgent, of our problems is the preparation of comprehensive schemes for large regions, embracing the large city, its adjacent satellite towns, and the whole of the intervening lands that make up the metropolitan area.

RE-PLANNING OF AREAS LIKELY TO UNDERGO CHANGE IN BUILDING CHARACTER

In addition to the new growth in the suburban areas of cities, there is another form of growth in the central areas that can be regulated by building codes and re-adjustment of the street system, without resorting to the expensive process of re-construction schemes, alluded to later, which are rendered necessary where buildings are permanent. The term re-construction is here used as relating to schemes that involve the compulsory acquisition and demolition of buildings and not to voluntary re-construction or re-planning, which can be dealt with by regulation under re-planning schemes.

Land fronting on streets in central areas is usually occupied by two classes of buildings, one, more or less of a permanent character, and representing the full economic use of the land for many years to come, and the other more or less of a temporary character and representing a very inadequate economic use of the land. In some streets there are examples of the former in a modern fireproof office building side by side with an example of the latter in a two or three-storey frame building that has a rental value insufficient to pay more than the taxes on the value of the site.

The second class comprises what are virtually temporary structures, and the land they occupy is likely to be re-developed and can therefore be dealt with by preventive measures, since these measures can be taken to regulate changes in development as well as new development. Many cities have 'blighted' districts and streets, and also large areas where buildings are only fulfilling a temporary purpose during a period of transition. Residential districts are constantly changing into business districts, or one class of residence is giving way to another. In areas where these obsolete or temporary buildings are situated plans should be prepared to determine the street lines in relation to the building density and traffic requirements. A city planning scheme should take into consideration the re-planning of such areas, with a view to securing the width of street and density and height of the new buildings to be erected, so as to secure, *inter alia*, the safety of the public. Areas occupied by obsolete structures can be easily dealt with as compared with areas occupied by more permanent buildings for purposes of fixing zones in which the future use and character of building can be regulated according to prescribed standards.

In connection with such re-planning schemes we have to deal with an attitude of the average legislator and the owner of property which has hitherto created a difficulty in carrying out these schemes at reasonable cost. This attitude takes the form of over-estimating the value of obsolete or badly depreciated buildings, and the unwillingness to allow the value of the appreciation to be set off against the value of depreciation caused by public improvements. Buildings should be depreciated on the books of the owners in the same way as the machinery of manufacturers. We should 'scrap' old buildings more rapidly than we do, and our building codes should encourage this process by enforcing higher standards for health and safety and enforcing the demolition of decayed structures that are a menace to the safety of adjacent property. At Galveston, Texas, and Dayton, Ohio, and at Halifax, the enforced replacement of old structures and the re-planning of devastated areas have resulted in improvements that, to a large extent, have off-set the material losses incurred, and have given these cities an increased taxable value that has compensated them for large public expenditures. Much larger sums could be spent by cities than have hitherto been expended in re-planning schemes, but compensation to owners must be limited to the actual value of the injury caused. To arrive at this value the city should have power to deduct from the compensation to be paid for injury or for property acquired a reasonable amount for any benefit that may accrue to the property as a result of the improvement. This principle of setting off betterment against decrement has been recognised in the law of some countries, and it should be legalized in Canada, so as to encourage more enterprise in making public improvements. The difficulties in practical application are not insuperable, and until they are overcome we shall not be able to effect many much-needed improvements.

Re-construction Schemes in Areas Occupied by Permanent Buildings

The re-planning of streets where more or less permanent buildings are erected on their frontages is the most expensive and difficult of the problems to be dealt with by the city planner. In such cases the solution is in expropriation of expensive buildings for the purpose of widening the streets, or the construction of subways, at a cost that, in either case, is almost prohibitive. We have here to deal with structures that have a high revenue-producing value, and compensation must be ample to cover prospective as well as immediate injury. But, here, again, the amount of compensation to be paid should be discounted by the value of the appreciation given to the property. There are innumerable cases where the improved value given to private property by the carrying out of public works has been greater than the injury, and it hardly seems equitable that, in such cases, no allowance should be made for the betterment given. To enable us to get the improvements we require for public safety some modification is needed in the law dealing with this question of compensation.

Most of the city planning schemes that have been prepared in Canada and the United States have, in large part, been reconstruction schemes, and the fact that few of them have been carried out to any large extent is due to the fear of incurring the cost of compensating private interests and to the fact that the cities have no power to collect a special assessment on property directly benefited.

The fixing of zones in which height, character, density and use of buildings, in areas occupied by permanent structures, has to be governed by existing conditions to such an extent that only very imperfect results are attainable. Even if certain things have been allowed in the past that are undesirable from the point of view of public safety and health, we can only, in a very limited degree, place restrictions on new buildings to improve established and customary standards previously sanctioned by law. In undeveloped areas, and in areas occupied for the greater part by temporary buildings, we can, however, establish new standards for new buildings, and these should conform to the requirements necessary for securing the safety and convenience of the citizens as a whole.

Some of the Objects to be Sought in Schemes

In planning, re-planning and re-constructing cities an effort should be made, as far as practicable, to carry out the following, among other, objects in regard to streets, buildings, and open spaces for recreation.

Streets—Heavy-traffic streets should be wide, and those which carry street railways should not be less than 100 feet in width. Directness of route should be sought for main highways, free from the right-angled turnings, abrupt endings, irregular crossings and collision points caused by rectangular planning. On hilly sites reasonable curves, with a clear vision of a hundred yards at all points, should be substituted for straight, steep grades. Sharp curves should be avoided, and those existing should be abolished. Bad grades should be avoided, particularly at intersections. More than four streets should not be made to converge at one point unless large traffic space is provided at the point of convergence. Frequently the rounding of sharp angular corners at street junctions will do more to relieve congestion than widening of the interior of the street.

The street railway systems of cities should be planned or re-planned with the object of securing general convenience, and not for the interest of a few property owners. New by-pass streets should be created, in many cases, in preference to widening the existing streets, so as to distribute traffic rather than concentrate it. Main radiating routes should be supplemented by wide circular routes at the inner and outer circumference of the city, so as to distribute the traffic before it reaches the centre.

In residential areas, narrow streets should be designed and restrictions made limiting the height of the residences to two or three storeys and preventing change in character of buildings. Narrow streets should be so planned as to discourage through traffic. The whole street system should be planned of various widths in relation to building use and density and prospective traffic requirements. Intersections should be planned to secure that all traffic may move either at right angles or in a gyratory form in a circle of ample radius (not less than 100 feet.)

Building set-back lines should be fixed on all streets, especially where streets of comparatively narrow width cross, so as to permit of a better view of the intersection and of all approaching vehicles.

Streets up to 50 feet in width should be constructed at the expense of the owners of the frontage land, on the following principles: When any land is sub-divided for building purposes the owners at the time of sub-division should be made to construct the street and sewer, as well as to grade the street, up to certain minimum standards, but not to include a finished surface. This is customary in many American cities and is the British practice in all cities. It secures good access to all buildings when erected, prevents the scattered development and long mileage of vacant lots to be seen in many suburbs, which is a source of great expense to the city, and obviates the dangerous and unhealthy mud-ways that constitute a great part of our suburban thoroughfares. In proportion as we improve the construction of our secondary streets we shall lessen the concentration of traffic on the main thoroughfares. The foundation and a partial surface construction of the street having been made prior to, or simultaneously with, building, a finished surface should be provided by the city when a half or two-thirds of the street frontage is built upon, and this should be assessed against the lot-owners. When, for purposes of general traffic, streets have to be wider than 50 feet, the extra cost should be met by the city and be a charge on the inhabitants at large.

Buildings—The ideal to be aimed at in regard to height of buildings should be to limit the height to the width of the street in the front and to the width of the space between the rear walls of buildings. Only thus can we give effect to our measures to prevent congestion, and secure the benefit of street improvements. The amount of superficial area of a lot to be built upon should not exceed 75 per cent in business areas and 50 per cent in residential areas, except on corner lots.

These standards may seem to be so much in advance of present day practices as not likely to receive the sanction of public opinion, but the time is approaching when they will be adopted and enforced. Cities should be zoned for purposes of limiting heights and densities in different districts and prescribing manufacturing, business, residential and other uses of property—the street system having been simultaneously planned to suit these different uses. This has been done in New York and other cities, but the standards so far attainable are not yet adequate to reduce possible congestion. The spreading out of cities on a more even basis, less congested in some parts and less blighted or scattered in other parts, is not only essential to relieve congestion and secure safety, but is needed to secure a more equitable distribution of property values in the interest of owners.

In regard to most of the details regarding building regulation by city planning schemes no definite rules can be laid down. It is of the essence of city planning that consideration be given in schemes to the variety of local conditions and circumstances and that expert judgment should be used to deal with these instead of the present rule-of-thumb method. In connection with regulations to secure better safeguards for public safety, we have still much to learn and more encouragement should be given to scientific investigation into the whole subject. Past experience will not necessarily guide us as to what we should do in the future. City planning has to deal with growth, and growth means change. Our schemes will only be successful if they are sufficiently elastic to permit adjustment to new conditions as these occur. Thus every city should have a permanent organization to give undivided attention to the development of its plan as a means of securing, among other things, the safety of its citizens. Such an organization exists in several cities in the United States.

Open Spaces—Canadian cities are, generally speaking, adequately provided with open spaces for recreation, but in those rare instances where such spaces are in the right place and are properly distributed to be accessible to the population, it has been the result of accident and not of design. The reduction of street space in residential areas and the lessening of building density on lots should be made more practicable and beneficial if it is accompanied by the provision of playgrounds in every district. Such provision is necessary to lessen the usage of the street for purposes of play. Large parks are of great value to a city, but they do not lessen the need for recreation spaces in close proximity to the homes of the people.

City planning schemes should not only have regard to the placing and designing of playgrounds and parks, but should lay down some principle under which the provision of a percentage of all land to be sub-divided in future should be set apart for recreation. In some provinces in Canada and in certain schemes in England it is provided that one-tenth of any area sub-divided for building purposes shall be left as a public open space. This is required in the same way as street space is required to be left free of buildings, as a condition on which land is sub-divided for building purposes. Land that is least adaptable for building is often best suited for playgrounds and the giving of such land to the public by the owner does not necessarily mean that he loses its value. The fact of its being given as an open space adds to the value of the surrounding land for building purposes, and makes it practicable to have less space devoted to streets. It is well known that one of the chief causes of loss of life on public streets is that many city children have no other place to play.

There are other problems connected with public safety incidental to the planning of streets and regulation of buildings that can only be touched upon in this article. The relation between the plan of the city and the plan of the interurban tramway tracks is an important problem. The proper development of interurban transportation helps to relieve congestion in the centre, but it adds new dangers to life because of the careless disposition of tracks and crossings. The city planner has to consider the desirability of separating the space used by these tracks on existing highways, how to avoid dangerous crossings, and how to plan routes on private rights-of-way to secure high speed. The mixture of fast-moving and slow-moving traffic in central areas is a cause of serious difficulty. This prevents free movement for fast traffic, and thereby is one of the chief causes of congestion and danger. It cannot be entirely obviated, but may be greatly lessened, by proper planning of the street system.

The whole question of reservation of rights-of-way for street cars and interurban tramways and separation of slow-moving and fast-moving traffic needs to be more carefully studied and investigated. Indeed, there is urgent need for continuous study and investigation of the whole problem by a permanent planning commission in every city.

—THOMAS ADAMS

CIVIC IMPROVEMENT, TOWN PLANNING AND HOUSING IN CANADA

Nova Scotia—Progress in town planning at Halifax is described in a special article on page 82. A paper on 'Community Development in Nova Scotia,' by Mr. Thomas Adams, was read at the annual meeting of the Union of Nova Scotia Municipalities, held at Liverpool on the 28th of August, by Mr. H. L. Seymour, Town Planning Assistant. A Civic Improvement Conference, representative of the three Maritime Provinces, is to be held in the coming spring.

New Brunswick—The St. John Town Planning scheme has now been printed, and is under final consideration by the local councils. A new Department of Public Health has been created in New Brunswick.

Prince Edward Island—The passing of the Planning and Development Act for the Island Province will shortly be followed by the appointment of three development commissioners. The first steps towards the preparation of a scheme of development for the new town of Borden have been taken.

Quebec—Satisfactory progress has been made with the administration of the new Department of Municipal Affairs, and one of the first benefits derived from the creation of the Department has been that it has already led to a conference between the Deputy Minister of Municipal Affairs and representatives of Quebec municipalities. The plan of the new town of Kipawa has been completed and the first houses are in course of erection. The scheme will be described and illustrated in the next issue of CONSERVATION OF LIFE.

Ontario—The acuteness of the housing question in Canada has been reflected by the publicity given in the public press to the housing shortage in many cities, but Ontario is the only province in which definite action has been taken to deal with the matter. The Ontario Government, through the Premier, Sir William Hearst, has announced its intention to lend up to $2,000,000 to municipalities for housing purposes at five per cent. Investigations into the housing problem are being made by the Ontario Housing Committee, which has been formed by the Government. A special report on this matter, which is likely to become of great importance in all parts of the Dominion, is in course of preparation and will be the subject of comment in the next issue of this bulletin. Satisfactory progress with housing is not likely to be made in Ontario until a department of the Provincial Government is formed to give exclusive attention to municipal administration and a Housing and Town Planning Act is passed. While the absence of measures to deal with these matters is to be deplored, the action of the Ontario Government in voting a large sum of money for housing purposes must be warmly approved by all interested in improving living conditions for the workers.

A Civic Improvement Conference for South-western Ontario will be held at Hamilton on November 18th. Another conference is proposed to be held at London in October. Work in connection with the Hamilton, Renfrew, Ojibway and other schemes is proceeding, but is being help up in some cases owing to want of proper legislation.

The Riordon Pulp and Paper Company has instructed Mr. H. B. Dunnington-Grubb to prepare a plan, in consultation with the Town Planning Adviser of the Commission of Conservation, for a new model village.

Manitoba—Comparatively little progress has been made in Manitoba in recent months, except in the direction of carrying on research work in connection with municipal finance. The formation of a branch of the Grain Growers Association, to deal with the transfer of farm property, is a welcome sign of the improvement which is being made in regard to the protection of prospective settlers on the land.

Saskatchewan—Procedure Regulations under the Planning and Rural Development Act of Saskatchewan are now being prepared. The Act came into force in July last. Swift Current is the first city that has indicated its intention to proceed with the preparation of a development scheme under the Act.

Alberta—Town planning schemes are being proposed for the four principal cities of Alberta—Edmonton, Calgary, Medicine Hat and Lethbridge. The first steps have been taken and the engineers of the four cities are preparing maps, in consultation with the Town Planning Adviser of the Commission of Conservation, showing the existing physical features and character of development in the city areas. These maps will be used as a basis for assessment and town planning purposes, and it is hoped, by means of the proposed schemes, to effect a change in the basis of taxation of real estate which will solve some difficult financial problems with which these new western cities are confronted.

British Columbia—Premier Oliver, of British Columbia, has indicated that it is the intention of his Government to give consideration to the introduction at an early date of an Act to establish a Department of Municipal Affairs and also of a Town Planning and Development Act. Drafts Acts are in course of preparation. At the annual meetings of the Union of British Columbia Municipalities, held at Penticton on September 18th and 19th, a paper was given by the Town Planning Adviser of the Commission of Conservation dealing with the advantages to be obtained as a result of town planning legislation.

On July 10th a joint conference of the Civic Improvement League of Canada with the Union of Canadian Municipalities was held at Victoria, B.C. Alderman Owen, chairman of the Vancouver Board of Health, presided, and the following resolutions were unanimously passed:

Resolution No. 1—Housing

Whereas, a serious situation exists in industrial centres in Canada because of the lack of adequate housing accommodation at reasonable rates, creating conditions that menace the industrial, social and political welfare of the whole country;

And whereas, it has been demonstrated that private initiative, operating through the law of supply and demand, has not met adequately the housing requirements of progressive communities;

And whereas, in all the principal countries of Europe, in Australia, and in Ontario, governmental responsibility for the improvement of housing has been recognized by legislation providing for the advance of the public credit in various forms and in varying degrees in furtherance of improved housing undertakings, and in the United States the National Government has recently appropriated $100,000,000 to provide for housing for shipyard workers and those engaged on war contracts;

And whereas, Great Britain, recognizing that adequate housing is essential to industrial efficiency, has spent since the war began large sums in providing the most approved housing for war workers, and as a part of its reconstruction programme after the war, has planned for the erection of at least 500,000 houses;

And whereas, we believe that adequate housing facilities are essential to industrial progress and national well-being;

Therefore, this conference submits that it is urgently incumbent upon our Municipal, Provincial and Dominion Governments to seriously consider the whole question of housing reform, in order that plans may be laid for the provision of adequate housing facilities, looking towards the increase of home ownership, and that measures be taken for the early realization of these plans. Furthermore, we beg respectfully to submit to the Dominion Government that immediate progress can be made by enlarging and emphasizing the housing and town planning work of the Dominion, and to the Provincial Government that arrangements should be made to consider ways and means with regard to the whole question of housing betterment.

Resolution No. 2—Town Planning, etc.

That this conference approves the general principle of each province having adequate powers to prepare comprehensive town planning schemes to regulate housing developments and to secure improved sanitary conditions, convenience for traffic and the economic use of land for all purposes, and submits to the Government of British Columbia the desirability of passing the necessary legislation for the purposes similar to the Acts in force in the other provinces, as adapted to local conditions.

Resolution No. 3—Formation of Local Leagues

That this meeting of members of the Civic Improvement League of Canada urge the citizens of the cities, towns and rural districts in British Columbia to organize local Civic Improvement Leagues throughout the province, for the purpose of stimulating greater public interest in municipal affairs and to promote future conferences to discuss how best to improve civic and social conditions.

Resolution No. 4—Investigation of Causes of High Mortality

That, in view of the urgent need for the conservation of all the resources of Canada, and particularly of the lives of its citizens;

That, inasmuch as this must be done not only through their action as individual citizens, but also through their several governments, federal, provincial and municipal, it is hereby

Resolved, that this conference urge that such Federal and Provincial assistance be given to municipalities in the investigation of those local conditions which may be the cause of high mortality in any community, in order to determine what measures are necessary for the removal of said conditions and the best means available to this end.

Resolution No. 5—Approval of Work of Commission of Conservation

Whereas, the Commission of Conservation of Canada has been largely responsible for the development of favourable public opinion on the perpetuation of forests, their safeguarding from fire and pests; of valuable information accumulated bearing on our enormous fire waste; the improvement of housing conditions in congested localities; the establishment of proper methods of general fire prevention; the economic development of municipalities and betterment of living and social conditions; the utility of systems of good roads; the conservation of the fisheries and the prevention of the alienation of water powers, land, minerals and other natural resources;

And whereas, the public opinion so created has become crystallized in the form of municipal regulations, Dominion and Provincial legislation having in view the eradication of existing evils;

And whereas there is still great necessity for the stimulation of public interest in best methods of conservation of resources;

Be it therefore resolved, that this conference record its continued interest in the work carried on by the Commission of Conservation and its approval of the efforts of the Commission to promote the development of the national resources on a basis which ensures continuous supplies and eliminates extravagance and waste.

"*BIG cities merely happen. The world is getting into a way of questioning mere happenings that produce ill results, and of forethinking and planning on a scale and with a daring hitherto unknown. Time is coming when cities will conform to a plan as comprehensive and intelligent as the plan of a modern factory—to get light, ventilation, open spaces, and at the same time save haulage.*"—
SATURDAY EVENING POST, Sept. 14, 1918.